

Northwest Florida Tri-County Joint Land Use Study

Santa Rosa, Okaloosa and Walton

Statement of Need/Introduction

The County of Okaloosa in the State of Florida, the sponsoring jurisdiction, needs technical and financial assistance from the Department of Defense, Office of Economic Adjustment to conduct a Tri-County Joint Land Use Study (JLUS). Local jurisdictions recognize the importance of maintaining the mission capability of Eglin Air Force Base (AFB) by protecting it from urban encroachment.

Managing urban encroachments on the Eglin Installation has always been a priority for Eglin AFB, but with the 2005 Base Realignment and Closure initiative to move additional military personnel, training programs and equipment to Eglin AFB, surrounding communities agree that a JLUS is important to preserve long-term land use compatibility between them and the Installation and to better protect the health, safety and welfare of surrounding communities and the civilian and military community at Eglin AFB. Eglin AFB and the local counties and city governments can collaborate on compatible land use, while ensuring the continued presence of the military.

Located in Santa Rosa, Okaloosa and Walton Counties, Eglin AFB includes Hurlburt Field, Duke Field and Choctaw Field (See Attached Map A). Eglin belongs to the Air Force Material Command, and the Air Armament Center is the host unit. The Air Armament Center is responsible for development, acquisition, testing, deployment, and sustainment of all air delivered weapons. Eglin AFB also provides support for joint training of operational units.

The 919th Special Operations Wing Uses Duke Field, located within the Eglin reservation. The 919th Special Operations Wing is the only special operations unit in the

Air Force Reserve and also has the only qualified assault landing strip for night training in the United States.

Hurlburt Field occupies 6,000 acres in Okaloosa County, and is the headquarters of the Air Force Special Operations Command. Its mission is to support the training and execution of special air operations that are conducted worldwide. Hurlburt Field employed 7,530 military and 867 civilians in 2004 (Economic Impact of the 2005 BRAC Relocations in Okaloosa County, November, 2005)

Choctaw Field is also located on the EGLIN AFB reservation. The U.S Navy has a long term agreement with the USAF to use NOFL (Navy Outlying Landing Fields) Choctaw on condition that it is used for flight training. NOFL Choctaw is located at the southeastern edge of Eglin AFB. The field is 13,419 acres.

Approximately 27 percent of federal military and civilian personnel stationed in Florida live in Okaloosa County (November, 2005). The Economic Impact Region for Eglin AFB is the geographic area subject to significant base-generated economic impacts, and is defined as the area within a 50-mile radius of the base. This area includes all of Okaloosa County, and a portion of Walton and Santa Rosa Counties, and the Cities of Valparaiso and Niceville (Air Installation and Compatible Use Zone Study, March 2006). Eglin AFB is approximately five miles from Fort Walton Beach and adjacent to the City of Valparaiso and City of Niceville.

The military creates a stable source of employment and tax revenue for the local economies. Eglin AFB directly employs over 34,000 personnel (10,000 military and 24,780 civilians) 16 percent of the Okaloosa County workforce. The annual payroll of the installation is over \$798 million. As a result of payroll expenditures, annual expenses, and the estimated value of indirect jobs in the local area, Eglin AFB has an estimated total economic impact of nearly \$1.4 billion. The majority of this economic impact was due to the payroll and contracts provided by the installation (Air Installation and Compatible Use Zone Study, March, 2006).

Encroachment Problem and Expected Outcome

In order to protect important military and state assets such as Eglin AFB, the Florida Congress passed legislation in 2004 that acknowledged the potential for negative impacts to occur when incompatible land development occurs close to military installations (F.S. 163.3175). The state found it “desirable for the local communities to cooperate with military installations to encourage compatible land use, help prevent incompatible encroachment, and facilitate the continued presence of major military installations.”

Testing and training extends well beyond the Installation’s physical boundary. Eglin is the world’s largest Air Force Base, covering 724 square miles on land as well as 97,963 square miles of water test ranges. There is 19 miles of barrier island coastline in Okaloosa County. Eglin AFB has 127,868 total square miles of chartered airspace that extends beyond its boundary to the east, south and to the north into the State of Alabama. Two and one half percent of the chartered air space is over land and 97.5 percent is over water (Air Installation and Compatible Use Zone Study, March, 2006)

Issues

Eglin AFB was originally established in a relatively undeveloped area in Okaloosa County. In recent years, development has increased northeast of the base, particularly in the Cities of Niceville and Valparaiso. Commercial, recreational and residential land uses, including two schools and a church in Niceville and Valparaiso experience the highest levels of aircraft noise. A portion of Accident Potential Zones (APZ) I and II for Eglin AFB’s main airfield extend over Niceville and Valparaiso where some residential development currently exists and is expected to increase in density. (Air Installation and Compatible Use Zone Study, March, 2006)

According to the 2000 Census, Okaloosa County had a population of 170,498. This was a 6 percent increase from the 1990 population of 143,776. The 2004 population estimate

for the county was 185,778, according to the Bureau of Economic and Business Research (BEBR). Okaloosa County is expected to grow in population during the next decade to over 200,000. Santa Rosa County had a population of 117,743 in 2000. The county is experiencing unprecedented growth and prosperity as one of the fastest growing counties in Florida and ranked at number 77 in the entire nation. The 2004 estimate was 133,721. Walton County had a population of 40,601. The 2004 estimate was 50,543. Future land use designations of the Tri-County area show potential for future development near the boundaries of Eglin AFB, particularly where areas mostly dedicated to agricultural uses are converted to residential (See Attached Map B).

In its final report to Congress, the Department of Defense recommended personnel and mission realignments to Eglin AFB that will result in an estimated \$304 million dollars in new construction spending and the addition of almost 6,000 military and civilian personnel to the base by 2010 (Economic Impact of the 2005 BRAC Relocations in Okaloosa County, November, 2005).

Eglin AFB will serve as an Initial Joint Training Site that will teach entry-level aviators and maintenance technicians how to safely operate and maintain the new Joint Strike Fighter (F-35) aircraft. After the initial delivery of the F-35, growth in national and international usage of the Joint Strike Fighter program will be likely over time. The F-35 will be louder than the F-15 and F-16 aircraft which will require updated noise contours and AICUZ reports. A spokesperson from Eglin AFB said that the new Joint Strike Fighter mission will require late night and early morning flight operations and expects take-offs and landings every 90 seconds.

The Department of Defense recommendations for increased presence of the military at Eglin AFB and natural population migration will lead to increased real estate development, growing populations and increased traffic. There is a need for a systematic evaluation of a larger study area of the properties affected by and adjacent to the Eglin Installation. A JLUS will fulfill the need for a comprehensive study that makes

regulatory and non-regulatory recommendations concerning the development and redevelopment of the identified study area.

People living or working near an Eglin airfield can expect impacts such as noise, smoke, and dust generated from increased ground and air operations. Quality of life for those living or working near an airfield can be negatively affected when these impacts reach levels creating a nuisance. Future residents choosing to live within the study area will be impacted by flight and ground activities at Eglin.

OEA technical and grant assistance will be used to complete a Tri-County JLUS to allow local governments to have accurate information when faced with land use decisions that may negatively impact the military mission. Areas in which mission activities and adjacent land use may become incompatible in the future based on land use decisions need to be identified.

In addition to residential encroachment, the JLUS will be used to address issues such as encroachments on endangered species and wildlife habitats, frequency spectrums, height obstructions, lighting, smoke, dust and air space management. As increased training activities are implemented, future conflicts will occur between residential quality of life and military operations unless compatibility issues are addressed.

Study Area Defined

The area of study includes the communities bordering Eglin AFB from Choctaw Field in Santa Rosa County, the most western boundary of the base, to its most eastern boundary, just east of Site C-6 in Walton County, as far south as the Gulf of Mexico and as far north as the City of Crestview in Okaloosa County and including areas designated as part of the Accident Potential Zones and Noise Contours within the existing Air Installation Compatibility Use Zones surrounding the base (See Attached Map C).

Goals and Objectives

The two primary goals of the JLUS are to protect the health, safety and welfare of citizens living and working near Eglin AFB, and second to protect the operational and training missions of the base. These goals can be accomplished through improved understanding of the flight and other operations at the base and through improved local land use planning. The JLUS will be used to make recommendations for changes to regulatory and non-regulatory policies regarding compatible land uses around Eglin AFB, allowing communities to better manage encroachments near the Eglin Reservation.

The JLUS will be a comprehensive analysis of current and potential encroachments that may negatively impact Eglin AFB and local communities. The JLUS will identify actions that could and should be taken jointly by the community and the installation to solve existing encroachment problems and to prevent new ones.

Land Use and potential encroachment data will be studied through Year 2020.

The JLUS will be a cooperative land use planning effort between the military and the surrounding communities in Okaloosa, Santa Rosa and Walton Counties. By working together, mutually acceptable growth management strategies can be developed to avoid conflicts between Eglin's mission and the counties' desired growth patterns and quality of life.

The primary objective is to initiate the JLUS prior to the Growth Management Plan (GMP) effort to allow incorporation of the land use planning recommendations into the GMP. GMP grant assistance will be requested separately in order to conduct a parallel planning process that will start with a request for hiring a Growth Management Coordinator (GMC). The GMC will be needed to manage the overall growth planning process and to ensure that JLUS results are coordinated with and incorporated in the GMP.

Planning Strategy- Program Products and Benefits

Due to impending encroachment issues in the APZs north of the main Eglin airfield, the county's strategy is to initiate a the JLUS based on current AICUZ and other flight operations data and develop interim recommendations for Policy Committee approval and possible implementation. The goal is to address the immediate encroachment concerns then continue the JLUS analysis and recommendations when updated information becomes available from the Air Force or Army.

The final draft of the JLUS will establish a plan to encourage compatible development to avoid encroachment that could jeopardize the military missions and that could negatively affect the quality of life for residents of the tri-county area. The JLUS will integrate the local jurisdictions' comprehensive plans with the installation's plans and recommend implementation strategies for mitigating existing and future encroachments and existing impacts to surrounding communities.

The JLUS will enhance available GIS data for the study area, create awareness of the impact of actual land development and land development regulations on Eglin AFB operations and improve communications, positive relations and coordination between the counties, municipalities and Eglin AFB.

Using GIS based technology, counties and participating municipalities will examine the existing environment in the study area. Graphics to be produced will acknowledge actual development densities, quantify incompatible uses and identify other uses of land that may adversely effect base operations. The JLUS will identify existing conditions and regulations and outline the potential future impacts to and from military operations based on the current environment. The JLUS will make recommendations to maximize compatibility of current uses and future developments.

The JLUS recommendations may be implemented through enforceable ordinances. The JLUS process and resulting study will hopefully guide local jurisdictions in the application of planning and development of controls in support of the ongoing military

mission. Each JLUS Policy Committee member will be asked to commit a good-faith effort to implement the recommendations.

Public Participation and Education

All JLUS Policy Committee meetings will be noticed and open to the public. Public participation will be elicited through a series of workshops. The initial workshops will serve as public education forums where the community will review data regarding the organization and purpose of the study. Subsequent workshops will provide the community an opportunity to convey additional input that may be incorporated into the final draft of the JLUS.

The interim and final draft reports will be presented to the Counties and City Executive Boards during a public hearing where citizens are given the opportunity to direct written and/or verbal comments. All meeting notices, minutes and draft documents will be placed on the Okaloosa County website. The site will include an address for questions and comments.

Budget Justification

Okaloosa County is seeking grant funds from OEA for the procurement of professional, consultant services to assist the completion of a Joint Land Use Study.

The estimated total cost to complete the complex Northwest Florida Tri-County JLUS is \$250,000. The State of Florida is funding the Non-Federal Match of 10 percent. Federal grant funds will be used to hire a consultant qualified in land use planning, zoning and environmental issues using procurement standards as set forth in 32 CFR Part 33, Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments, Section 33.36 Procurement, except where Okaloosa County procurements are more restrictive. The attached Scope of Work (SOW) will be used as part of the Request for Proposal (RFP) to hire the JLUS consultant. The following evaluation factors will be included in the RFP:

- Proposed Cost
- Description of Okaloosa County Factors

Timeline: In consideration of the need to quickly initiate the JLUS to address current encroachment issues and to allow time for updated installation reports, Okaloosa County is requesting an 18 month grant period starting August 1, 2006 and ending January 31, 2008.

Deliverables: An interim JLUS report will be due by July 2007 and a final JLUS reports will be due by January, 2008.

Scope of Work

Anticipated completion of the interim JLUS is approximately one year from the date the JLUS consultant is hired. The JLUS consultant will use currently available information from the community and Eglin AFB to produce an interim report and produce a final report using new data based on new mission growth as it becomes available. The final JLUS report will be completed within 18 months of the start date.

The JLUS will be a two step process. Once land uses and growth management guidelines are identified, the second step will involve formation of specific development regulations and land management implementation programs. Any successful plan to realize compatible growth near Eglin requires the involvement of the local communities and executive boards that hold the authority to manage land use and development on properties outside of military installations.

Okaloosa County, the sponsoring agency, will establish a Policy Committee and Technical Working Group. An initial meeting of the Policy Committee and Technical Advisory Group will be scheduled to approve grant budget and scope of work. When OEA grant funds are approved, the county will initiate a RFP process to select a consultant. The Policy Committee will review submitted proposals and recommend selection of a consultant to the Okaloosa County Board of County Commissioners (BOCC).

The selected consultant will be responsible for the following tasks and work products and will report to the Policy Committee and Technical Advisory Group. The consultant will also be required to report to the Okaloosa County JLUS Project Manager and Growth Management Coordinator.

In addition to residential encroachment, the JLUS will address issues such as encroachment on endangered species and wildlife habitats, frequency spectrums, height

obstructions, lighting, smoke, dust and air space management. The area of study includes the communities bordering Eglin AFB from Choctaw Field in Santa Rosa County, the most western boundary of the installation, to its most eastern boundary, just east of Site C-6 in Walton County, as far south as the Gulf of Mexico and as far north as the City of Crestview in Okaloosa County and including areas designated as part of the APZ and Noise Contours within the existing AICUZ.

Eglin AFB operations includes the Eglin main airfield, Hurlburt Field, Duke Field and portions of the Eglin land range.

I. Data Collection Phase

- Task 1.1 Identify and collect existing information from reports and studies
- Obtain and examine existing studies/reports relevant to noise standards/guidelines, land development regulations and current and future Eglin AFB operations
 - Conduct research to determine existing land use and zoning in Clear Zone, APZ I and II
 - Describe Eglin facilities and aircraft
 - Describe operations and procedures
 - Describe current air operation conflicts
 - Collect building permit data and subdivision approval in the study area over the last five years
 - Determine population of study area using Census tract data
 - Compile all collected data of study area into one useable database
 - Schedule Policy Committee and Technical Working Group Meeting to Update Conditions and Research
 - Identify Technical Working Group Subcommittees if needed

- Assign tasks to technical advisory group and/or subcommittees in consultation with the Okaloosa County JLUS Project Manager and Growth Management Coordinator.

Task 1.2 Initiate public involvement

- Prepare public information pamphlet to be distributed at public workshops
- Update county website to include pamphlet and meetings of the PC and TAG
- Schedule first public workshop to explain JLUS structure and purpose

Task 1.3 Create GIS base map for the study area

Phase Deliverable: Public information describing the JLUS program, GIS base map for the study area and beginning JLUS draft with Introduction and Statement of Goals and Needs; draft table of data collected, research completed

II. Inventory and Mapping Phase

Task 2.0 Prepare GIS coverage for noise contours and Accident Potential Zones (APZ) I and II using AICUZ/RAICUZ/IENMP

Task 2.1 Create existing and future land use maps for study area
GIS coverages for future land use, aggregate zoning districts, recent development activity and environmental constraints

Task 2.2 Create zoning district map for study area

Task 2.3 Map recent development trends within the study area during the past five years

- Task 2.4 Map environmental constraints and unique natural features(flood plains, steep slopes, wetlands, open spaces, conservation areas, endangered species habitat, protective agricultural preserves, etc.) to development within study area
- Task 2.5 Identify existing local codes, ordinances, and regulations adopted by participating governments that control or reduce potential conflicts between land uses and military operations
- Task 2.6 Estimate residential population within study area
- Task 2.7 Identify any infrastructure or community facilities and public improvements planned or proposed in the study area (i.e., universities, schools, roads, parks, hospitals, places of assembly, public buildings and complexes, stadiums, water and sewerage extensions, etc.)

Phase Deliverable: GIS map coverage for existing and future land use, aggregate zoning districts, recent development activity and environmental consideration, natural areas, etc. within the study area; Draft report to include introduction and statement of goals and needs

III. Analysis of Land Used and Potential Conflicts with Military Mission Phase (Land Use and Base Operations)

- Task 3.0 Identify existing land uses located within current noise and aircraft hazard areas (Accident Potential Zones – APZ)
- Conduct field visits to identify existing land uses located within current noise and air hazard zones
 - Identify any conflicts and determine potential impacts on air operations

- Evaluate standard operating procedures for Eglin AFB as to how they impact the surrounding communities and if anything can be done to limit these impacts
- Evaluate altitude, pattern speed, maneuvers and hours of operations

Task 3.1 Identify growth objectives for Eglin AFB and evaluate against impact of anticipated study area growth on military missions and operations

- Classify existing and future land uses located in the study area in terms of compatibility with military operations
- Evaluate the impact to public roadways resulting from Base growth objectives

Task 3.2 Evaluate planned installation operating procedures and impact on surrounding communities and possible mitigation measures

- Identify civilian concerns
- Document and evaluate process for continuing dialogue

Phase Deliverable: GIS maps showing the location of noise and APZ. Draft description of finding and recommendations for AICUZ/RAICUZ/IENMP. Draft description of Eglin AFB growth objectives, mission, and procedures; draft table to include conflicts with air operations and civilian concerns regarding AFB mission

IV. Analysis of Future Development Potential in Study Area Phase

Task 4.0 Evaluate impact of infrastructure expansion on development potential in study area

Task 4.1 Identify vacant and undeveloped lands in study area

Task 4.2 Determine which vacant and undeveloped lands cannot be developed due to infrastructure limitations or environmental constraints

Task 4.3 Determine future growth potential within the study area

Task 4.4 Identify potential future compatible land uses for remaining vacant and undeveloped lands

Task 4.5 Identify unique nature area (flood plains, wetlands, open spaces conservation areas) that could contribute to natural buffers near military installations, airfields, and ranges

Phase Deliverable: A series of GIS work maps identifying potential future development areas and patterns within the study area.

V. Develop Land Use Compatibility Recommendations Phase

Task 5.0 Identify potential conflicts

Task 5.1 Develop land use compatibility maps

Phase Deliverable: Land use compatibility maps. Draft land use compatibility analysis and assessment of AICUZ/RAICUZ/IENMP

VI. Development of Land Use Compatibility Recommendations Phase

Task 6.0 Identify existing codes, ordinances, and regulations that may reduce potential future conflicts between civilian land use and military operations and activities

- Task 6.1 Identify potential new measures, both regulatory and non-regulatory, to encourage land use compatibility within the study area
- Task 6.2 Develop specific implementation strategies tailored for each local government. These strategies may include, but are not limited to: drafting of policy statements, ordinances, land use controls to present to local government for possible implementation. In additions, these strategies may include recommendations for operational changes to missions to mitigate off installations impacts. These strategies must be reviewed and approved by the Technical Advisory Group (TAG) and Policy Committee (PC) before incorporation into the final draft study report
- Task 6.3 Conduct public forums to solicit input on JLUS analysis, findings, and recommendations

Phase Deliverable: Draft recommendations summary and implementation strategies section. (i.e., Model real estate disclosure/disclaimer form; sample laws, regulations and ordinances for state and local governments consideration; conservation and buffer areas protection schemes, partnerships, and development rights acquisition strategies)

VII. Prepare Interim and Final JLUS Reports

- Task 7.0 Submit “draft” interim report to the TAG for review, comment, and direction back to the consultant to adjust.
- Task 7.1 Submit “recommended” draft reports to the TAG for comment. Consultant will revise accordingly

- Task 7.2 The TAG presents interim and final recommended JLUS reports to the PC for comment and direction back to the TAG
- Task 7.3 Submit initial and final, draft recommended JLUS report, including presentations to local governments, military base command, and OEA for comment and action by the TAG
- Task 7.4 The PC conducts interim and final public forums on recommended interim and final JLUS reports and take follow-on action to adopt JLUS with recommendation to local participating local governments and Eglin AFB
- Task 7.5 Finalize JLUS report for public release and print 25 copies and 25 CDs.

Deliverables: Interim and Final JLUS reports will be released to public and submitted to local participating governments for action.

VIII Ongoing Support

- Task 8.0 Assist participating jurisdictions in the implementation of JLUS recommendations
- Task 8.1 Develop method for measuring effectiveness implementation of recommendations over time
- Task 8.2 Retain PC and TAG to monitor implementation and continue planning and coordination dialogue between participating governments and the military base

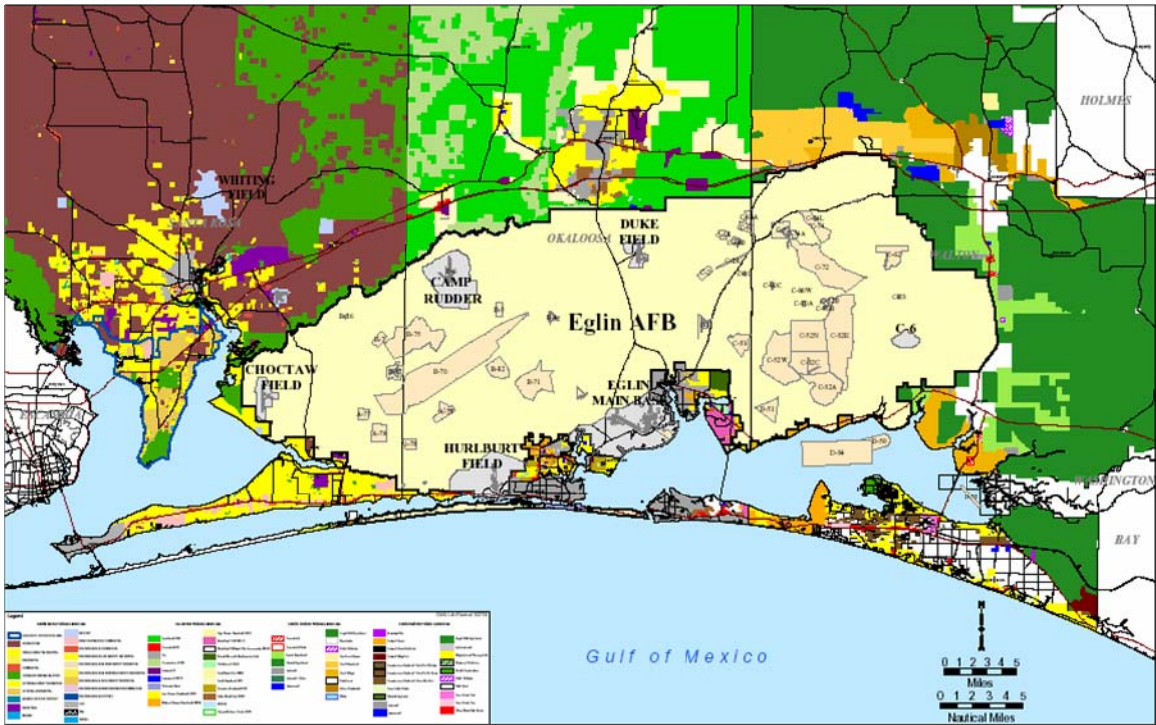
VIX Timeline

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| July 21, 2006 | Submission of JLUS application to OEA |
| July 29, 2006 | Begin RFQ process to retain JLUS consultant services |
| August 29, 2006 | BOCC awards bid for JLUS consultant |
| September 1, 2006 | Consultant begins Technical Advisory Group/public meetings |
| December 15, 2006 | Complete initial Data Collection Phase- Technical Advisory Group in coordination with the JLUS consultant finalizes a field verification of the JLUS study area and associated research |
| March 1, 2007 | Complete initial analysis based on field verifications |
| May 1, 2007 | Interim JLUS recommendations approved by the Policy Committee |
| July 1, 2007 | Completion of interim JLUS draft; approval of draft by BOCC; submission of interim JLUS draft to OEA. |
| September 1, 2007 | Consultant continues data collection and analysis based on the Eglin Installation Environmental Impact Statement (EIS) and other operational data. |

Map A



Map B



Map C



Figure 7. Airspace Controlled by Eglin AF, Florida, 2010